THE BUREAU OF LAND MANAGEMENT

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THE BUREAU OF LAND MANAGEMENT

I --- Origin and Development of Agency

1 - Historical background

The President's Reorganization Plan No. III, effective July 16, 1946, created the Bureau of Land Management in the Department of the Interior by merging the General Land Office, established in 1812, and the Grazing Service, formed in 1934. Thus one of the oldest governmental agencies was combined with one of the newest to form the Bureau of Land Management. Prior to 1946 when both the General Land Office and the Grazing Service existed independently of each other, both had a part in the administration of Federal laws relating to the public domain. The General Land Office was primarily engaged in the administration of mining, mineral leasing, and homestead laws, and in conducting surveys, classifying lands as to proper uses and otherwise in general responsible for matters involving the public lands. The Grazing Service dealt primarily with the supervision of the Federal range and with problems relating to range management in the public domain.

THE BURDEN OF LAND MANAGEMENT

I --- Origin and Development of Agency

A - Historical Background

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Dissatisfaction with the administration of the public lands carried on by these two agencies had been building up for many years prior to 1946, the year the Bureau of Land Management was formed. In general, complaints concerning the operations of the General Land Office were of three types:

1 - The slowness of the General Land Office in processing applications for all of the various and sundry "land action" for which that agency was responsible.

2 - The failure of that agency to decentralize its administrative functions to the areas in the states where the public-land problems existed.

3 - The failure of the agency to streamline its policies and operating procedures in accordance with the best, most efficient, and modern methods of operation.

The difficulties and dissatisfactions in connection with the functions of the General Land Office were due, therefore, in the main to the slowness of the organization in processing applications for land actions. In some types of applications, from three to five years elapsed between the filing of the application and the date on which the applicant received notice of final action. It was only natural, therefore, that the general public, as well as many competent authorities, felt that

Disassociation was a social phenomenon of the public land period on by about two generations, as been bulldozed up for many years prior to 1946, the year the Bureau of Land Management was formed. In general, possibilities concerning the operations of the General Land Office were of three types:

1 - The slowness of the General Land Office in processing applications all of the various and sundry "land grabs" for which that agency was responsible.

2 - The failure of that agency to effectuate its mandatorative functions in the areas in the states where the public-land problems existed.

3 - The failure of the agency to supervise the collation and operating procedures in conjunction with the land, work affiliate, and agent matrix of exploitation.

The differentiations are relatively clear, by comparison with the functions of the General Land Office prior than, therefore, in the mind to the slowness of its organization in processing applications for land patents. In some, the of applications from a year to five years elapsed between the filing of the application, and the date on which the applicant received notice of final action. It was only natural, therefore, that the general public, as well as many congressmen, activities, felt that

if the actual processing of land applications were handled locally, or at some fairly accessible point, they (the general public) would have a much better chance of getting action on their requests. The climax concerning this pressing need for the decentralization, streamlining, and modernization of the General Land Office was reached in 1946 when the President's Reorganization Plan No. III went into effect and the Bureau of Land Management was formed.

Growing dissatisfaction with the Grazing Service was also developing prior to 1946. This service had been created in 1934 under the provisions of the Taylor Grazing Act. Previous to the passage of the Taylor Act, the vast areas of public land subject to entry under the various land laws were not administered for grazing, although much of the land was being used in livestock operations. The grazing users did not come under any Federal law authorizing such use of the Federal land but were able to continue the use under an implied license to pasture on the public lands, until the United States Government otherwise provided (Buford v Houtz, 133 U.S. 320, Utah, 1890). But Congress had not conferred any right to graze; it merely suffered the lands to be so used (Omaechevarivia v Idaho, 246 U.S. 343, 1918). The

grazing use without administration was tolerated by the Government until changing conditions, principally the need for conservation measures and the inadequacy of available range to satisfy all demands, resulted in passage of the Taylor Grazing Act of June 28, 1934 (48 Stat. 1269; 43 U.S.C., sec. 315 et. seq.).

Under authority of this act the Secretary of the Interior was authorized to establish grazing districts in areas of the public domain used for that purpose. Since 1934, therefore, the public grazing areas of the nation have been regulated by the grazing service for the purposes of conservation and proper utilization of this vast area of the public domain (142 million acres by 1936). Despite the undoubted need for a Grazing Service, and despite much valuable work accomplished by the Service, dissatisfaction with the administration of grazing by the Federal Government grew in the Congress and among the users of the public ranges. The basic causes of this dissatisfaction were due to:

1 - The unbalanced distribution of the administrative personnel among the district, the regional, and national offices of the organization.

2 - Excessive paper work in the field.

3 - Failure to enforce the trespass provisions of the Taylor Grazing Act.

4 - The rising administrative costs of the Grazing Service.

5 - Objections in the Congress to the failure of the agency to raise the fee charge in proper ratio to the administrative costs of the organization.

6 - An attempt to charge what the users deemed to be an exorbitant fee for grazing priviledges.

The findings of Rex Nicholson's investigation of the General Land Office and the Grazing Service, which eventually led to the recommendation that a new Bureau of Land Management be established (which was done, as has been noted), brought out the point that the many and varied difficulties concerning the Grazing Service were due almost entirely to a lack of sound leadership. The steady increase in administrative costs of the operation were mainly due to an unbalanced distribution of personnel. The agency was top-heavy with management in the regional and national offices, and there was a definite lack of competent personnel in the districts. The excessive managerial talent in the Office of the Director and in the regional offices had to have an outlet for its energies, consequently there ware a number of extracurricular activites developed, which were superfluous and added nothing of a practical nature to the service given to the people by the agency. There were also permitted to develop excessive requirements for statistical

4 - The public educational value of the grazing course.

5 - Objections in the Congress to the failure of the agency to take the fee course in proper light to the educational course of the organization.

6 - An attempt by agency must the issue, desire to be as authoritarian for grazing privileges.

The failure of the Association's investigation of the General Land Office and the Grazing Service, which exhaustively had to the recommendation that a new "Bureau of Land Management be established" (which has occur, as has been proved), brought out the point that the May and Wilson department concerning the grazing fees were not closely entirely to a lack of full information. The strong interest in administrative study of the operation was, with the to an unbalanced distribution of personnel. The agency was too heavy with engineers in the regional and districts offices, and there was a distinct lack of economists personnel in the districts. The necessary managerial talent in the offices of the director and in the regional or have had to have to employ for the service. Consequently there were a number of authorities for agents, [illegible] which were unfavorable and which made of a practical basis to the service, was to the people in the agency. There were also penalties to develop cooperative relationships for statistical

data and field reports. Time which should have been spent on range management problems in the field had to be spent in gathering these statistical data and compiling the required reports. This had the very undersirable effect of confining the district grazier and his staff to the office for a far greater portion of time than was necessary. Instead of effecting a redistribution of personnel and realignment of operating procedures and methods to correct the ineffectiveness of the operation, the management asked for more personnel (which is not an unusual practice when good management is lacking).

Since the Bureau of Land Management has been in existence (1946) a series of Bureau reorganizations have taken place. Instead of discussing them at this time as part of the historical background of the Bureau, they will be taken up individually in later portions of this report where the question to be answered deals specifically with such reorganizations.

2 - Legislative history and authority

The legislative history and authority of the Bureau of Land Management is closely tied to the legislative history of the two agencies of which it was formed ~~out of~~, namely the General Land Office and the Grazing Service. The General Land Office having been in existence from

1812 to 1946 has had a long legislative history. It is not the purpose of this report to deal at great length with this historical development. However, the more important legislative acts pertaining to the public domain should be recognized along with the reasons for their enactment.

In the early days when our country was struggling for its very existence as a free nation, the public lands, by their sale for cash, provided a large part of the funds with which government was maintained and constituted an apparently inexhaustible resource. The pioneering instinct, inspired by desire to possess homes, brought about conditions, however, which emphasized the need for further public land legislation, and led to the enactment of the preemption law in 1841, and the homestead law in 1862, which along with the amendments later placed on the law, became the most important of all public land laws. As the population of the country grew and spread over the land, and its resources became better known, the character of the public lands, agricultural and mineral, manifested an effect on legislation as evidenced by the reservation of mineral lands for special disposition in 1866, enactment of the mining laws in 1872, the coal land and timber laws in 1873, and the desert land law in 1877 and the timber and stone law in 1878. Observation of the operation of these

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In the early days when our country was sparsely populated for its very extensive area, a free nation the basic issue, by their sale for them, provided a large part of the funds with which government was established and conducted on an extremely inadequate resource. The founding fathers, either, inspired by desire to possess land, thought about equalities, however, when emphasized the need for further public land legislation, and ran to the aspect of the pre-emption law in 1841, and the homestead law in 1862, which along with the economic laws placed on the law, became the most important of all public land laws. As the population of the country grew and spread over the land, and the resources became better known, the number of the public lands, grew broad and affected, manifested an effort on the legislation as evidenced by the reservation of mineral lands for mineral exploitation in 1866, enactment of the mining law in 1872, the coal land and timber land in 1873, and the desert land law in 1877 and the timber and stone law in 1878. Observation of the operation of these

laws, as variously amended, led to the withdrawal of all public lands from private use in 1889, and the repeal of the preemption and timber culture laws in 1891.

Conservation of natural resources began, in a general way, with the act of March 3, 1891, authorizing the President to establish public forest reserves. In anticipation of further legislation having for its purpose the conservation of natural resources, enormous areas of the public domain believed to be valuable for coal, oil and other minerals were withdrawn by the President for classification, beginning in 1906. Later laws provided for the agricultural use of these public lands which had been withdrawn from entry.

Prior to the formation of the Grazing Service in 1934 there were five important Federal agencies, in addition to the General Land Office, having authority of some manner regarding administration of the public domain. These five, created in the order named during a period from 1879 to 1920 consisted of the Geological Survey, the Forest Service, the Bureau of Reclamation, the National Park Service and the Federal Power Commission. All of these exercise special functions with respect to classification or the constructive administration and use of some particular part or resource of the public domain, and all were inseparably linked (up to 1946) by cooperative work

land to voluntary associations, to the [illegible] of all public lands from [illegible] in 1824, and the repeal of the preemption and [illegible] laws in 1891.

Conservation of natural resources began, in a general way, with the [illegible], under [illegible] the President to withdraw public lands from entry. In subsequent years, the [illegible] for the conservation of natural resources, the [illegible] of the public domain was [illegible] to be a duty, for that, all are [illegible] were withdrawn by the President for [illegible] including in 1906. Later laws provided for the reclamation use of these public lands which had been withdrawn from entry.

Prior to the formation of the Forest Service in 1905 there were five important federal agencies, in addition to the General Land Office, having authority over some matter regarding administration of the public domain. These five, operating in the Interior Department during a period from 1849 to 1905, consisted of the Geological Survey, the Patent Office, the Bureau of Reclamation, the Bureau of Land Management and the General Land Office. All of these exercised a regular function with respect to classification of the conservative and utilitarian uses of some particular part or resources of the public domain, and all were increasingly linked (as in 1890) by cooperative work

with the General Land Office, the bureau which had the direct supervision and control over public land status and title.

The legislative history of the Grazing Service is of relatively recent origin. In fact, prior to the passage of the Taylor Grazing Act, the vast areas of public land subject to entry under the various land laws were not administered for grazing. The Taylor Grazing Act, therefore, which became law on June 28, 1934 became the single major legislative act regarding the activities of the Federal Government in the field of control over grazing on public lands. Today the Act remains the key piece of legislation concerning the responsibilities and authority of the range management division of the Bureau of Land Management. The act was amended on June 26, 1936 (49 Stat. 1976) and on July 14, 1939 (53 Stat. 1002). The purposes for which the act was designed have remained essentially the same, however, throughout the history of its existence. These consist primarily of stopping injury to the public grazing lands by preventing overgrazing and soil deterioration, to provide for their orderly use, improvement, and development, to stabilize the livestock industry dependent upon the public range, and for other purposes. The Secretary of the Interior is given the authority to establish grazing

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districts and the necessary operating administrative machinery to carry out the objectives of the Act. The President's Third Reorganization Plan, dated May 16, 1946, and effective July 16, 1946, dealt with consolidating the General Land Office and Grazing Service for administration of public lands, but made no substantive changes in application of the Taylor Act.

3 - Administrative History, court decisions, Executive Orders, rulings, annual reports, etc.

The administrative history of both the General Land Office and the Grazing Service contain frequent examples of important changes in the activities and policies of both bureaus which were made through executive orders. As previously mentioned the policy of withdrawing certain types of land from public use or exploitation was first started by executive order in 1906. Since then the use of the executive order to impliment or modify the program concerning the disposal of the public domain has been quite frequently employed. Thus for example on April 17, 1926, by executive order, lands containing springs or water holes needed or used by the public were withdrawn and on April 15, 1930 a withdrawal by executive order was made of all public lands containing oil shale, for investigation, examination and classification. Originally, the power

disorder and strife - operation should cease.

Monmouth is always not the objective of one act. The President's entire economic action plan, under May 16, 1960, and of date May 16, 1960, deals with stabilizing the economic sector and thereby serving the administration of public law. No case no one claims change in application of the taylor act.

3 - Administrative history, courts decisions, Congressive Orders, rulings, annual reports, etc.

The administrative history of both departments land office and the grazing service appears the most of department changes in the activities and functions of both bureaus which have made through executive orders. As previously mentioned the policy of withdrawing vast areas of land from public use for reclamation purposes was changed by executive order in 1906. Since then in the of the executive and no legislative or judicial or congressional action the direction of the activities of the department has been quite revolutionary and drastic. Thus for example on April 17, 1926, by executive order, land withdrawing, or water power sites or sites for the development were withdrawn on April 2, 1929 a withdrawal by executive order of the made of public land reservation - all lands, for immediate classification and development. Obviously, the power

of the President to withdraw public lands from entry was questioned in the courts, so Congress, in 1910, specifically authorized the President to make such withdrawals and to reserve the lands so withdrawn for power sites, irrigation, classification or other public purposes. Under this act many former withdrawals were confirmed and others made as conditons warranted.

Executive orders have been used on several occasions to implement the activities of the Grazing Service as established by the Taylor Act. Thus under the power given the President by the act of June 25, 1910 (43 U.S.C. sec. 141), the President, after passage of the Taylor Act, withdrew all vacant, unapprpriated, and unreserved public lands in 12 western states (executive order no. 6910 of Nov. 26, 1934) and all public lands in 12 other states, including Washington (executive order 6964 of Feb. 5, 1935), "for classification and pending determination of the most useful purpose to which such land may be put." Subsequently, the President extended the activities of the Grazing Service further through the issuance of more executive orders.

The courts have played an important role regarding the activites of the Bureau of Land Management through the rendering of a number of decisions which have affected the policy to be followed in matters concerning

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Executive orders have been used on several occasions to implement the activities of the draining services as established by the Dryer Act. Then under the power given the President by act of June 25, 1910 (43 U.S.C. sec. 141), the President, after passage of the Dryer Act, withdrew all vacant, unappropriated, and unreserved public lands in 12 western states (executive order no. 5810 of Nov. 26, 1931) and all public lands in 12 other states, including Washington (executive order 5814 of Dec. 3, 1931), "for classification and coordinated action of the soil drainage in the which such lands may be part." In addition, the President extended the activities of the draining services to include surveys and issuance of more executive orders.

The courts have played an important role regarding the activities of the Bureau of Land Management through the rendering of a number of decisions which have affected the policy to be followed in actions concerning

the public domain. Thus the courts proclaimed the dictum that the public land of the United States is subject to use only as authorized by Congress (McKelvey v U.S., 260 U.S. 353, 1922); U.S. v Fitzgerald, 15 Peters 407, 421 1841; 39 Op. Atty. Gen. 136 Mar. 2, 1938); Sol. Op., Feb. 18, 1938). Thus users of the public land without compliance with the proper regulations are technically trespassers (Omaechevarria v Idaho, 246 U.S. 353, 1918); U.S. v Grimaud, 220 U. S. 506, 1911).

Discussion of the administrative history of the Bureau of Land Management must take into consideration the administrative organization of the two bureaus ~~which~~ *from* which it evolved. ~~from~~. Briefly, the General Land Office was administered through a highly centralized organization in which practically all action regarding the use of public lands coming under the jurisdiction of the office had to be settled at the Washington level. The Grazing Service, on the other hand, was a highly decentralized organization in which the district graziers carried on the major share of service activities, even to the extent of handling much of the paper work involved in the range operations. The Bureau of Land Management has combined these two quite dissimiliar agencies (administratively speaking) into one operating organization. Since 1946 the task of the Bureau has been to create a coordinated administrative agency.

CORRASABLE BOND

The job is still under way. In general the policy followed has been to decentralize the activities carried on by the former General Land Office while modifying, but primarily maintaining, the already decentralized activities coming under the old Grazing Service. The results, to date, of this administrative reorganization are discussed more fully in a later section of this report.

4 - History of Source and Volume of Funds

As has been noted, prior to the formation of the Bureau of Land Management the activites now carried on by the Bureau were handled by the Grazing Service and the General Land Office. 1947 was the last fiscal year that an annual appropriation was made for these two bureaus. In that year the Grazing Service was alloted $1,784,500 while the General Land Office received $3,634,700. Since these two government agencies did not operate in 1947 the major portion of their appropriations were used by the Bureau of Land Management. For the fiscal year of 1948 the Bureau of Land Management was appropriated $4,395,350. For the fiscal year of 1949 the amount was raised to $5,637,000 and for 1950 the recommended budget was for $6,032,500.

In an explanatory statement made in "The Budget" of the United States Government for 1950 comment was made

The job is still under way. In general the policy followed has been to consolidate the activities carried on by the Forest General Line Office with those of the priority [illegible], the already reconsolidated activities could under the old [illegible] services. The results, in [illegible], of this admirable reorganization are [illegible] in a later section of this report.

4 - History of Source and Value of Funds

At the [illegible] period, prior to the formation of the Bureau of Land Management the activities now carried on by the Bureau were handled by the Public Lands Service and the General Land Office. Just as the Land Office [illegible] annual appropriations was made for these two [illegible]. In that year the Public Lands Service was allotted $1,[illegible] [illegible] the General Land Office $[illegible]. [illegible] these two agencies [illegible] and expenditure in [illegible] [illegible] of their activities were [illegible] by the Bureau of Land Management. Fiscal Year of 1948 the Bureau [illegible] appropriation [illegible] for this [illegible] was [illegible] and for 1950 the recommended budget was for $[illegible].

[illegible] appropriations were in the 30s [illegible] of the United States Government for 1950 [illegible] was made

on why there had been a substantial increase in the appropriations alloted the Bureau of Land Management. It was stated: "The increase will permit the employment of personnel to bring up to date delinquent accounting records; it will permit an attack on the backlog of work in district land offices, and strengthen the administration of grazing lands and the management of timber resources."

5 - Objectives and how clearly stated:

The basic objectives of the Bureau of Land Management are the conservation, proper utilization, and disposal of the natural resources of the public domain. These objectives are quite clearly stated, recognized and understood by the Bureau. The major problem, of course, is carrying them out. The task is a tremendous one. The Bureau administers the Federal laws relating to the public domain, which comprises at this time approximately three-quarters of a billion acres in the continental United States and Alaska. As the manager of the public domain, the Bureau administers the mining, mineral, leasing, and homestead laws, supervises the Federal range, conducts surveys, classifies lands as to proper uses, and in general is responsible for matters involving the public lands. It is the responsibility of the Bureau to carry out these activities in accordance with the basic objectives outlined

on why there has been a substantial increase in the appropriations affecting the current of land management. It was noted: "The increase will permit the employment of personnel to bring up to date delinquent administrative records, provide an attack on the backlog of work in minerals and offices, and strengthen the rehabilitation of grazing lands and the management of timber resources."

5 - Objectives and Non-Jurisdiction Bureau.

The basic objectives of the Bureau of Land Management are conservation, proper utilization, and disposal of the natural resources of the public domain. These objectives are highly complex and, recognized and understood by the Bureau. The major problem, of course, is carrying them out. The task is a tremendous one. The Bureau administers the federal land ownership in the public domain. Action comes at this time, particularly since passage of a million acres in the Columbia River Gorge National Area, as the management of the public domain. The Bureau administers the mineral, timber, grazing, and recreational, supervises the federal funds, conducts surveys, disposes lands as to proper use, and in general is responsible for matters involving the public lands. It is the responsibility of the Bureau to carry out these activities in accordance with the basic objectives outlined

above. The degree of success in achieving these objectives is determined in large part by the type of administrative organization employed by the Bureau and their operation of that organization. The major purpose of this paper is to study the operations of the Bureau of Land Management to see just how successful this organization has been in achieving its objectives.

6 - What is the general public interest served?

The general public is vitally interested in the present and future productivety of the nations natural resources. In large part the national wealth of any nation is determined by the wealth of its natural resources. The activities of the Bureau of Land Management, therefore, are of paramount concern to the general public since it is this governmental agency which is charged, as we have seen, with the responsibility of conservation, proper utilization and disposal of the natural resources of the public domain. It is the job of the Bureau to see that the three-quarters of a billion acres of the public domain and the valuable resources found within this area are wisely used, so that both present and future generations of the American public will share in the benefits derived from such national wealth.

The general public interest is served, in an indirect way of course, by the manner in which the Bureau handles the special public interests which operate within

above. The degree of success in achieving these objectives is determined in large part by the type of administrative organization employed by the Bureau and their operation of the organization. The major purpose of this paper is to study the operations of the Bureau of Land Management to see how successful this organization has been in achieving its objectives.

6 - What is the General Public Interest Served?

The general public is vitally interested in the present and future productivity of the nations natural resources. In large part the national welfare of any nation is determined by the wealth of its natural resources. The activities of the Bureau of Land Management therefore are of paramount concern to the general public since it is this governmental agency which is charged, as we have seen, with the responsibility of conservation, proper utilization and disposal of the natural resources of the public domain. It is the job of the agency to see that the proper-management of a million acres of the public domain and the minerals resources found within these acres are wisely used, so that both present and future generations of the American public will share in the benefits derived from such management.

The general public interest is served, in an indirect way of course, when the agency is with the Bureau because the public interest is served within

its jurisdiction. Thus if the Bureau handles its responsibilities properly the general public will benefit through lower prices and increased quantity and quality of products derived from the natural resources of the public domain developed by the special interest groups.

7 - What, if any, are the special public interests served?

There are a number of special public interests directly served by the Bureau of Land Management . The stockmen, both cattle and sheep raisers, who use the public domain for grazing purposes, are among the major special interest groups which the authority of the Bureau covers. People who wish to lease land of the public domain for recreational purposes are served by the Bureau. There are still a few areas left where interested farmers might apply for ownership under the homestead laws. Such applications are acted upon by the Bureau. Private oil and other mineral interests are served by the Bureau of Land Management since all applications and claims concerning mineral bearing land contained in the public domain come under the authority of the Bureau. The surveying of public lands conducted by the public survey offices of the Bureau of Land Management is an aid to all of the above mentioned interests and also is used on occasion by other special

the just direction. Thus it was hoped that the re-
establishing of peasant ownership would benefit
bitches, terms which had acquired usually a pejorative
connotation from the medieval preoccupation of the nobility
double servitude by the religious institutions.

7. - Land, if not, are the rural peasants
interested in ownership?

There are a number of studies which indicate
directly owning by the tillers of land themselves. The
studies, both written and from personal observation
doubts now existing concerning, the extent the peasants
interest stemming which the authority of land owner
people who wish to lease land of the public domain not
restrictions imposed are solved by the owners. There are
also a the strong land where interest in land
considerable number of a Ancestral law. Such situations
are noted in the Tigrean. Particularly the
other land is are owned by the church or land
sent since all agriculture was plain, especially the
leasing land owned in the public domain depends
the authority of the Negus. The question of
land conducted by the public survey office of the
of land ownership is an aid to all of the
interests and also is more so possible by

interests, i. e. construction work involving areas surveyed by the Bureau such as roads, etc. Lumbering interests conduct their activities in certain of the lands administered by the Bureau of Land Management, in particular the Oregon and California revested lands.

II --- Organization

1 - Organization history

The organization history of the Bureau of Land Management itself is quite brief, although the development of the organizations which preceeded the Bureau, and of which the Bureau consolidated into one agency, is quite long. It is not the purpose of this report to go into the details of the organizational history of the General Land Office or the Grazing Service, the two forerunners of the Bureau of Land Management. It should be remembered, however, as it has already been noted, that the General Land Office operated as a highly centralized organization while the Grazing Service was a highly decentralized organization. The organization of the Bureau of Land Management has undergone a number of changes since its founding in 1946 and, in fact, is undergoing changes at the present time. The fundamental features of the reorganization, however, which were placed into operation in 1946 are still in effect. It was recognized then that the entire

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1 - Organization History

The organization history of the Bureau of Land Management itself is quite brief, although the lively, and at times, tragic land action preceded the Bureau, and of which the Bureau consolidated into one agency, is quite long. It is not the purpose of this report to go into the detail of the organizational history or the general land action or the dealing behind, the so-called Bureau of Land Management. It is not to recount, however, as it has already been done, that the General Land Office operated as a highly centralized organization while the Grazing Service was a highly decentralized organization. The organization of the Bureau of Land Management was the result of changes since the reorganization in 1946. In fact, it was during changes of the present time. The turnaround features of the reorganization, however, which were placed into operation in 1946 are still in effect. It was recognized then that the entire

job of decentralization planned for the new agency could not go into effect immediately. The adjustments which have been made in the Bureau's organization, therefore, since 1946 have been part of the overall organization program.

2 - Specifications of present organization

Visualization of the present organization of the Bureau of Land Management can probably be best given by showing the organization in chart form. At the top of the organization is the Secretary of the Interior to whom the Director of the Bureau of Land Management is directly responsible. The organization of the Bureau is on three levels; The Washington or central office, the regional offices and the field offices. The Washington office is set up as follows:

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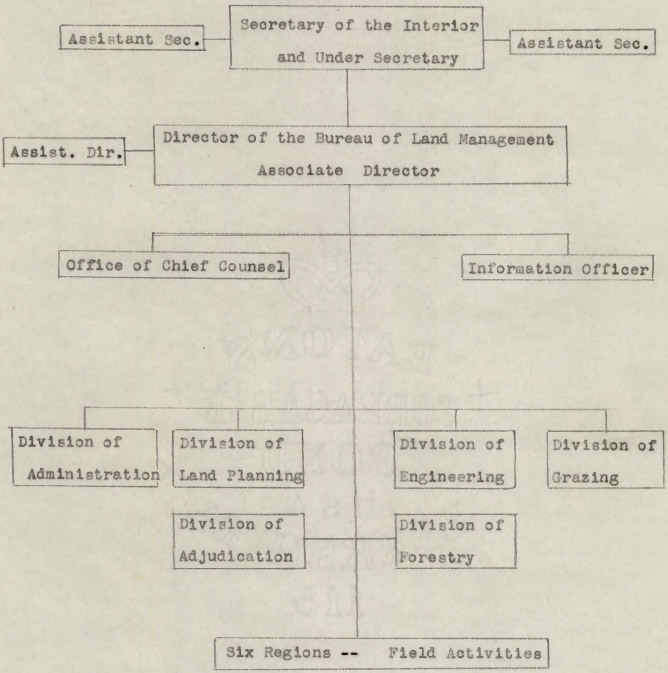
2 - The Relation of Personnel Classification

A classification of present organization of the Bureau of Land Management has already be been given by showing the classification in the chart. (At the top of the organization I the Secretary of the Interior is shown the director of the Bureau of Land Management is directly responsible. The organization of the Bureau is as follows: with regard to the general office and the field offices. The organization office is set up as follows:

Bureau of Land Management Organization Chart:

Washington Office



Briefly the functions of the headquarters organization are as follows:

The Director: Develops and impelments land policies expressed in various statutes, and supervises the entire Bureau staff.

Office of the Chief Counsel: The chief counsel reviews and advises on all legal matters affecting the Bureau, including legislation and regulations.

Information Officer: He is responsible for the excution of the information program of the Bureau and advises the Director and other officials of the Bureau on matters pertaining to public information.

Division of Administration: Handles matters relating to the budget, finance, personnel organization and methods, and general administration services.

Division of Land Planning: Develops programs for the most efficient classification of lands for agricultural, grazing, mineral, and other purposes. The division supervises general research on the use of public lands including the technical supervision of field examination functions. It establishes policies and procedures for the utilization of all the public lands, including lands in Alaska, through an orderly plan of land settlement and production of natural resources.

Division of Adjudication: Examines and acts upon all classes of applications and claims involving patents, leases,

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The Director. Develops and implements land policies expressed in various statutes, and promulgates the Bureau's mandate.

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Information Officer. He is responsible for the execution of the information program of the Bureau and advises the Director and other officials of the Bureau on matters relating to public information.

Division of Administration. Handles personnel matters, budget, finance, procurement, supply and warehousing, and general administrative services.

Division of Land Planning. Develops programs for the most efficient classification of lands for agricultural, grazing, mineral, and other purposes. The division prepares general programs for the use of public lands, integrating the national conservation of land, resources, and water.

It establishes policies and procedures for the multiple use of all the public lands, including lands in Alaska. Develops an overall plan of land management and protection of natural resources.

Division of Land Office Operations. Administers all matters of conveyance and leasing of public lands, issuance of permits, and maintenance of records.

or other instruments relating to mineral resource development, land exchange, patenting of entries under the homestead, mining and other public land laws, withdrawals and restorations, grazing priviledges, or other forms of land use or disposal. In general, these matters are initiated in the respective district land offices. In cases involving land in States where no such offices are maintained by the Bureau, the action is filed directly with the Bureau of Land Management in Washington.

Division of Engineering: Formulates policies and programs for, and has technical direction of, cadastral engineering surveys and resurveys on the public lands. The division designs and supervises construction of facilities for use in the field. It authorizes surveys and resurveys and approves and accepts cadastral surveys and resurveys.

Division of Grazing: Develops the policy and administers the program with regard to grazing on the public lands both inside and outside of grazing districts. The division promotes the economic use of the Federal range through proper range management.

Division of Forestry: Formulates policies, programs, standards, and procedures with respect to all land resources except grazing and minerals, including timber and surface resource surveys other than grazing, and has technical

or where territories differing in physical resources development land exchange, patterns of activities under the economics, mining and other public land laws, with travels and recreation, providing privileges, or other temporal land use or disposal. In general, these patterns are included in the respective district land offices. In areas including land in states where no such offices are maintained by the bur au, the section is filled directly with the bureau of land management in washington.

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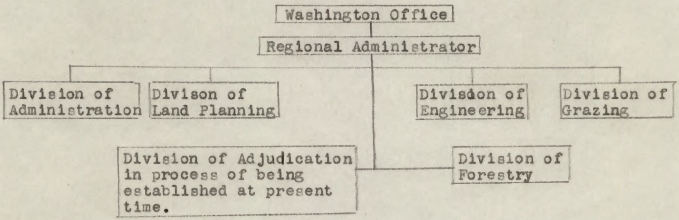
Division of Forestry: Formulates policies, procedures, standards, and procedures with respect to all land resources except grazing and minerals, including timber and surface resources surveys other than grazing, and has technical

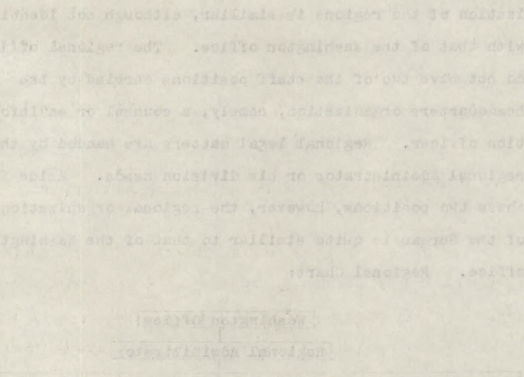
supervision through regional administrators, over the administration and sale or disposal of such land resources conducted by the field organization. It conducts such programs in areas not served by the field organization.

It can be seen from the description of the activities carried on by the headquarters organization that their major responsibility is in establishing policy, developing final budget estimates, and conducting research programs. Their contacts with the field operations of the Bureau are through the regional administrators. The organization of the regions is similiar, although not identical, with that of the Washington office. The regional offices do not have two of the staff positions carried by the headquarters organization, namely, a counsel or an information officer. Regional legal matters are handled by the regional administrator or his division heads. Aside from these two positions, however, the regional organization of the Bureau is quite similiar to that of the Washington office. Regional Chart:



adjudication through the Administrator, over the administration and letting of so-called grant land by the Land Administration. It consists each original Lease is served by the Land Administration.

It can be seen from the description of the activities carried on by the Conservator organisation that their activities involve in the distribution of the Crown's dwelling land based grantees, and conducting research projects. Their offices with the field officers of the Bureau are thro'ch the regional administrator. The organisation of the regional administration, although not identical, with that of the Administration office. The regional offices do not have under their control functions carried by the independent organisation, namely, a council or administration officer. Regional legal matters are handed by the regional administrator or his division heads. Aside from these two positions, however, the regional organisation of the Bureau is quite similar to that of the Administration office. Regional chart:



The regional administrator is responsible directly to the Director of the Bureau of Land Management. The organization charts of the Bureau have the various field offices responsible directly to the regional administrator rather than to any of the regional divisions. Actually the several field offices report through the regional division offices which are primarily concerned with their particular activities. Thus the district grazier reports to the regional grazier in the office of the regional administrator, the cadastral engineer in the public survey offices reports to the regional cadastral engineer, who in turn reports to the regional administrator and the managers in charge of the district land offices report to the regional adjudicator or to the regional land planning office depending upon the nature of the report.

3 - Describe any recent or pending reorganization and reasons therefor:

At the present time the Bureau of Land Management is in the process of setting up the regional adjudicator as chief of a separate regional division. Previous to this reorganization measure the regional adjudicator had been operating as part of the Land Planning division in the San Francisco office. The Washington office, however, which previously had handled a major share of the adjucication work directly has now decentralized a large portion

The regional administrator is responsible directly to the director of the Bureau of Land Management. The organization charts of the bureau show the subject field offices as possible directly to the regional administrator rather than to any of the regional divisions. Actually the several field offices report through the regional division offices which are primarily concerned with the particular activity. Thus the district ranger reports to the regional ranger in the division of the regional administrator. The executive assistant to the public survey offices reports to the regional surveyor, who in turn reports to the regional director. The chemist in charge of the mineral land offices reports to the regional administrator or to the regional land division. Thus the number of levels of supervision.

3 - Describe any research or planning responsibilities and reporting therefor.

At the present time the Bureau of Land Management is in the process of setting up the regional administrator as chief of a separate regional division. Previous to this reorganization research the regional administrator had been operating as part of the land planning division in the San Francisco office. The Washington office, however, which previously had started a major study of the multiple-use work directly has not documentated a final position

of this work to the district land offices. The regional adjudicator, therefore, has been placed in an important supervisory position in relation to the processing of land claims which previously were handled only from the Washington office.

Establishment of a branch of Adjudication on a regional level was planned at the time the reorganization plan no 3, which set up the Bureau of Land Management, was proposed. It was recognized, however, that the task of transfering bureau branches to regions could not be done all at one time. The recomendation of Rex Nicholson, who analyzed the complicated problems inherent in the execution of the reorganization plan, was that under the sequence of transfer of bureaus to the regional offices the branch of adjudication would be the last branch to be transfered. This plan has been followed. The reasons for transfering this branch of the Bureau of Land Management to the regional level last are quite evident when it is realized that the adjudication work was the most centralized activity carried on by the former General Land Office. Thus it represented the biggest task contained in the reorganization plan adopted when the Bureau of Land Management was founded. It was natural, therefore, that this portion of the reorganization would only be instituted after the Bureau was well established in its other less complicated activities

of this work to the district land offices. The regional adjudicators, therefore, have been given a important and valuable function in relation to the processing of land claims which previously were handled only from the washington office.

Establishment of a branch in adjudication on a regional level was planned as the time the work-flow-study plan on 3, which was the forerunner of task management, was processed. It was recognized, however, that the rate of transferring survey branches to regions could not be done all across the line. The reorganization of the adjudication, and assigned the complicated problems involved in the execution of the reorganization plan, was also under the supervision of the director of bureaus in the regional offices. The branch of adjudication work in the field refused to be transferred. This plan has been followed. The reason for transferring this branch of the service to the regional level has also been evident when it is realized that the adjudication work has not been completely equipped with machines on by the former central land office. This is responsible the migrant land adjustment in the reorganization plan adopted when the survey of land claims was included. It was decided, during this time, the director of the reorganization would be in charge of the survey the survey was well established in the other land adjudicated activities

(from a administrative reorganization standpoint).

This decentralization program now being put into effect transfers to the District Land Offices the authority to take final action on many types of land cases that were previously referred to Washington. To carry out this program it was necessary to transfer from the Washington office to the district offices a number of Adjudicators. Through this decentralization program and the transfer of work and personnel from Washington to the district offices the public should receive much quicker service and a much greater volume of work should be handled.

4 - a - How many regional offices does the agency have?

The Bureau of Land Management has six regional offices. The activities of the Bureau in all the states east of the Mississippi river are handled by the headquarters staff located at Washington D. C.

b - Where are the headquarters cities?

Region 1 -- Portland, Oregon

Region 2 -- San Francisco, Calif.

Region 3 -- Billings, Montana

Region 4 -- Salt Lake City, Utah

Region 5 -- Albuquerque, New Mexico

Region 6 -- all states east of Mississippi River: Washington D. C.

(from a administrative reorganization standpoint).

This decentralization program does not mean that effort transfers to the District and Office, the authority to take final action on any kind of land cases that now previously referred to Washington. It merely our this program is an attempt to shorten the Washington office to the district office a number of adjudication. Through this decentralization program and the transfer of work and personnel from Washington to the district offices the public should receive such quicker service and a much greater volume of work should be handled.

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b - Where are the headquarters offices?

Region 1 -- Portland, Oregon.

Region 2 -- San Francisco, Calif.

Region 3 -- Billings, Montana

Region 4 -- Salt Lake City, Utah

Region 5 -- Albuquerque, New Mexico

Region 6 -- In state east of Mississippi River - Washington D. C.

Region 7 -- Anchorage, Alaska

c - What are the boundaries of the regions?

Region 1 -- Contains Washington, Ore. & Idaho.

Region 2 -- Contains Calif., and Nevada.

Region 3 -- Contains Mont., Wyo., N. Dak., S. Dak., Nebr., Kan., Iowa, & Mo.

Region 4 -- Contains Utah and Colorado.

Region 5 -- Contains Arizona, New Mex., Okla., Texas, Ark. & La.

Region 6 -- All states east of Mississippi River and Minnesota.

Region 7 -- Alaska.

d - Are they in conflict with the agencies with whom work is done directly?

Not to any serious degree.

e - What is the geographical plan behind any breakdown to lesser organizational units?

The grazing districts are located in areas in which large sections of the surrounding land is administered by the district graziers. In region two these areas are located in Nevada and in eastern and northern California. The district land offices and the public survey offices are also dispersed throughout region two in a manner designed to place these local offices where they are most needed.

Region 7 -- Lincoln, Alaska

6 - What area is included in the region?

Region 1 -- Consists Washington, Ore. & Idaho.

Region 2 -- Includes Calif., and Nevada.

Region 3 -- Includes Ind., Ill., Mo., Ky., W. Va., Ken., Ohio, Penn., Md., & Del.

Region 4 -- Includes Utah and Colorado.

Region 5 -- Includes Minnesota, Nebraska, Wyo., Mont., Dak., & Iowa.

Region 6 -- All states east of Mississippi River are included.

Region 7 -- Alaska.

8 - Are they in operation with the Regular Work when working does directly?

No, is any region larger.

9 - What is the correspondent also behind any Dressmaker to larger organizational units?

The grading districts are located in areas in which large sections of the agricultural land is cultivated by the migratory workers. In region two there are two located in Nevada and in Western and northern California. The district head offices and the units, survey offices are also situated. Occasionally region two has larger designed to where there local offices where they are more needed.

5 - Chart present organization in the field.

The present organization of the Bureau of Land Management in region II on the field level is as follows: There are three types of field offices in existence:

a - Grazing Districts

There are seven grazing districts. These districts have their offices in:

Elko --- district N-1 (Nevada)

Winnemucca - district N-2

Reno --- district N-3

Ely --- district N-4

Las Vegas -- district N-5

Bishop --- district C-1 (California)

Susanville - district C-2

b - District Land Offices

There are three district land offices. These offices are located in:

Los Angeles, California.

Sacramento, California.

Carson City, Nevada.

c - Public Survey Offices

There are two public survey offices. They are located at:

Glendale, California

Reno, Nevada.

III --- Field Program

1 - What is the job to be done in the field?

Throughout this report references will be frequently made to the job being done in the field by the Bureau of Land Management. In order to avoid as much repetition as possible this description of the field activities of the Bureau, while covering the major responsibilities of the field offices, will be brief.

There are four specialized types of field offices operating under the direction of the Bureau of Land Management. These consist of:

a - Public Survey Offices:

The job of the public survey offices is to conduct surveys and resurveys, prepare and maintain plats and field notes and supply copies of land records. Public Survey offices also arrange for mineral surveys.

b - District Land Offices:

The district land offices are the local source of information and records relating to the public lands. All applications and claims concerning land in the district and payment of required fees and rentals are filed in these offices. Since the fiscal year of 1948 - 49 the job of the district land office has been extended to the making of adjudications concerning all types of decentralized land claim cases.

III --- State Program.

1 - What is the job to be done in the future?

Throughout this report reference will be frequently made to the job being done in the field by the Bureau of Land Management. It would be a very improper relationship to describe the operations of the field activities of the Bureau, while covering the major responsibilities of the field offices, this is true.

There are four specialized types of field offices performing under the direction of the Bureau of Land Management. These consist of:

a - Public survey office:

The job of the public survey office is to conduct surveys and resurveys, prepare and maintain plats and field notes and supply copies of land records. Public survey offices also are used for mineral surveys.

b - District land office:

The district land offices are the local sources of information and records relating to the public lands. All applications and claims concerning land in the district and payment of required fees and rentals are filed in these offices. Since the fiscal year of 1948 - 49 the job of the district land office has been extended to the making of adjudications concerning all types of deed, patented land claim cases.

c - Grazing Offices:

The job of the district grazing office is to receive and act upon applications filed by stockmen for grazing permits, initiate improvements and protect the land from grazing trespass and other violations. In carrying out this job the field grazing office issues licenses, leases and permits for grazing use, enforces rules and regulations regarding range management and control, cooperates in the prevention and control of fires, meets with local associations of stockmen, advisory boards, and individuals, and handles other details at this level concerning other work of the Bureau.

d- Oregon and California Revested Lands Administration District Offices:

This field activity of the Bureau only affects Region I but it is mentioned here as part of the over-all program responsibility coming under the jurisdiction of the Bureau of Land Management. More than two and one half million acres of valuable forest lands in western Oregon, comprising tracts of revested Oregon and California railroad and reconveyed Coos Bay Wagon road grant lands, are administered by the Bureau under special congressional statutes. Five district offices are maintained to manage these lands under a sustained - yeild forestry program. Responsibilities of these offices, include land classification, forestry, grazing, fire suppression and prevention, timber sales

b. - Grazing Offices:

The job of the district grazing office is to receive and act upon applications filed by ranchmen for grazing permits, initiate improvements and protect the land from grazing trespass and other violations. In carrying out this job the field grazing office issues, transfers, leases and permits for grazing use, enforces rules and regulations regarding range management and control, cooperates in the prevention and control of fires, meets with local associations of stockmen, advisory boards, and individuals, and handles other daily or temporary assignments other than the survey.

c. - Oregon and California Revested Lands, District Offices:

This field activity of the Bureau only affects Region 1 but is included here as part of the over-all program responsibility inasmuch as the jurisdiction of the Bureau of Land Management. Most land in one half million acres of valuable forest lands in western Oregon, consisting tracts of revested Oregon and California railroad and reconveyed Coos Bay Wagon Road Lands, are administered by the Bureau under special congressional statutes. Five district offices are maintained to manage these lands under a sustained - yield forestry program. Responsibilities of these offices, include land classification, forestry, grazing, fire suppression and prevention, timber sales

timberland exchanges and special land use permits.

2 - How is this job distributed between organization levels in the field?

In general, the operating details of the jobs outlined in the past section are handled at the field level. Except for certain functions which can be conducted efficiently only on a region-wide basis, the responsibilities of the regional offices are of a supervisory control nature with respect to actual operations conducted by the district offices. The Washington office in turn, has even less to do with operating functions, concerning itself primarily with Bureau policies and the formulation of Bureau budget estimates. There are, of course, exceptions to this general job operation distribution. Region Number 6 which includes most of the area east of the Mississippi River where there is very little left of the public domain, is administered by the Office of the Director with headquarters at Washington D. C. In region no. 2 (Calif.-Nevada) the primary operational activities of the Bureau are conducted by 7 district grazing offices, 2 district public survey offices and 3 district land offices. The regional office supervises the work handled by these field offices and in certain cases handles the operations directly. Thus the regional grazier handles the administration of the several

timber-land exchanges and public land use permits.

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thousand small land tracts scattered throughout the state of California. The district grazing offices are entirely out of this operational activity.

The men directly responsible for carrying out the programs and policies formulated at a higher level (reginnal and at Washington), in the field are the graziers in the grazing districts, the acting managers in the district land offices, and the cadastral engineers in the public survey offices.

3 - What is the real program responsibility and authority of the regional director?

The responsibilities and authority of the regional director of the Bureau of Land Management are of a dual nature. The major responsibility of the regional administrator (director) is to see that the policies of the Bureau, formulated at the Washington office, are carried out on the regional level. It is therefore the task of the regional administrator to see that the program carried on by the various divisions of the Bureau in the field is in harmony with the objectives outlined by the national administrator and his staff. In general, except for certain functions which can be conducted efficiently only an a region-wide basis, the responsibilities of the regional offices are of a supervisory control nature with respect to actual operations conducted by district offices.

transport vessel have been assigned throughout the ports of delivery. The [illegible] stores officer, the [illegible] out of the [illegible] officers.

The sea [illegible] responsible for storing and the storage and [illegible] at a [illegible] level (regional and [illegible]). In the field are the [illegible] in the [illegible] distribution, the [illegible] [illegible] [illegible] [illegible], and the [illegible] [illegible] in the [illegible] officers.

3 - What is the real purpose [illegible] and authority of the regional director

The responsibilities and authority of the regional director of the Ministry of [illegible] are of a dual nature. The [illegible] responsibility of the regional administrator (director) is to see that the [illegible] of the [illegible], [illegible] at the [illegible] office. [illegible] out in the regional level. It is [illegible] [illegible] the regional administrator to see that [illegible] [illegible] [illegible]

Prior to the formation of the Bureau of Land Management in 1946 and the subsequent decentralization of the Bureau into regional offices, the Washington office of the General Land Office handled all adjudication claims directly, examining and acting upon all classes of applications and claims involving patents, leases, or other instruments relating to mineral resource development, land exchange, patenting of entries under the homestead, mining and other public land laws, withdrawals and restorations, grazing privileges, or other forms of land use or disposal. In the main these matters are now initiated in the respective district land offices. It is the responsibility of the regional director to review such claims wherever disputes arise between the involved parties and the district land offices. Final authority still rests with the Washington office but the vast majority of disputes concerning the status of lands coming under the jurisdiction of the Bureau are now settled on a district and regional level rather than at Washington. In cases (particularly throughout the eastern states) involving land in states where no such Land Offices are maintained by the Bureau, the action is still filed directly with the Bureau of Land Management in Washington.

The position of the regional administrator in the Bureau of Land Management is primarily that of middle-

man between the district offices and the central office in Washington. The relationship between these three levels of the Bureau is still in a state of flux, due in large part to the fact that the Bureau has been in existence less than three years and many of the decentralizing measures have been in effect for an even shorter period of time. In general the Washington office has concentrated its work on policy making, research activities and the formulation and support of the Bureau budget estimates. The responsibility of the regional administrator in carrying out the program of the Bureau is thus necessarily great. A large part of this program responsibility centers around the efforts of the regional administrator and the Washington office to coordinate the administrative activities of the various field offices. This task has been made more difficult due to the fact that at the time the Bureau of Land Management was formed, the Grazing Service was already a highly decentralized agency while the General Land Office was still a very centralized organization. The over-all program therefore has been to place more responsibility for making decisions in the hands of the district offices of the old General Land Office (the public survey and district land offices) while maintaining the previously decentralized position of the district grazing offices. At the present time this program is being carried out

under the guidance and direction of the regional administrator acting on the authority of the Washington office.

The regional administrator also plays an important role in the formulation of Bureau policies, although the Washington office has the final policy making authority. The policies established by the central office in Washington are largely based on experiences gained from activity on the field level. The reports of these experiences are channeled through the office of the regional administrator and hence find their way to the Washington office. The regional administrator thus is the key man in gaining the essential information concerning Bureau activities which the Washington office needs in forming the over-all policies for the organization. It is only through the regional administrator that the Washington office receives information concerning what is being done at the field level.

4 - What is the real program responsibility and authority of the chiefs of lesser organizational units in the Bureau of Land Management?

The program responsibility and authority of the chiefs of the lesser organizational units in the Bureau of Land Management (division heads and district chiefs) varies considerably. Because the Grazing Service was already a highly decentralized agency prior to the formation of the Bureau of Land Management the chiefs of the

district grazing offices have always had considerable responsibility and authority. The major program responsibility of the district graziers is to receive and act upon applications filed by stockmen for grazing permits and also to initiate improvements and protect the land from grazing trespass and other violations. Cooperation of the ranchers is sought and usually gained through the establishment of Advisory Boards composed of ranchers elected by their own number in each district. Wherever possible the advice of these Boards relating to range matters is followed by the district grazier although as the name indicates the Boards are merely advisory bodies and their suggestions need not be binding. The authority of the district graziers is thus very considerable. They must in turn report to the regional grazier in the office of the regional administrator who generally, except in cases of wide deviation from Bureau policy supports the findings of the district chief. There is one type of grazing service activity, however, which is the major responsibility of the regional grazier. In fact this activity is handled entirely by the regional grazier. This grazing program responsibility relates to the large number of small grazing areas distributed widely throughout the state of California (in region II) which in fact are so small individually and so widely distributed that it is almost impossible for any particular district office to administer

The Author apparently failed to understand that this responsibility is to be delegated to the field CMG

them. As a result, under Section 15 of the Taylor Grazing Act, the leasing of these widely scattered grazing areas was, prior to 1946, handled in theory at least through the Washington office. Actually very little, if anything, was done to regulate the use of these small, scattered tracts of public land. Since 1946, however, the regional graziers of the Bureau of Land Management have been delegated the responsibility of handling the management of these tracts.

The chiefs of the District Land Offices have not in the past had as much responsibility or authority in carrying out the program of the Bureau of Land Management as have the district grazing chiefs. The district land offices are the local source of information and records relating to the public lands. All applications and claims concerning land in the district and payments of required fees and rentals are filed in these offices. Prior to the current fiscal year the granting of patents, leases and the making of other decisions concerning the district land offices were made in the office of the regional administrator or, in cases where serious disputes arose concerning Bureau policy, in the Washington office. The responsibility and authority of the regional office regarding action to be taken in the district land offices was therefore quite considerable. The district land

offices, however, are still in the process of being further decentralized. In fact, early in the present fiscal year (1948-49), in an attempt to give better and more expeditious service in the handling of all types of applications for the use of the public lands, the Bureau decentralized a large portion of its adjudication work to the district land offices situated in the United States and Alaska. This decentralization program now being put into effect transfers to the District Land Offices the authority to take final action on many types of land cases that were previously referred to Washington. In the past no decisions, in the average case, were rendered by the District Land Offices. Now, however, cases being processed in the local offices include those dealing with desert land applications and entries, development of underground water for irrigation purposes, homesteads, isolated or rough and mountainous tracts, non-competitive oil and gas leases, rights-of-ways, small tracts for home or business sites, and special land-use permits. Despite the short period this program has been in effect (less than a year), the results of the decentralization have been very gratifying and give definite promise of continued improvement in the service to the public. It is the announced policy of the Washington office, at the present time, to continue these efforts to have all applications for the use of the public lands handled as near

to the land as is possible.

The program responsibilities of the public survey offices, which represent another of the Bureau of Land Management activities, are quite limited due largely to the routine nature of their tasks. In general these consist of conducting surveys and resurveys, preparing and maintaining plats and field notes, supplying copies of land records and arranging for mineral surveys. A cadastral engineer is in charge of each of the public survey offices. They report their findings and progress to the regional cadastral engineer, who in turn reports to the regional administrator. The regional office has the responsibility of keeping the records of the public survey offices.

The program responsibilities and authority of the regional administrative officer, who is the major staff officer for the region and who is directly responsible to the regional administrator, will be discussed later when consideration of the staff activities of the Bureau is covered.

5 - How clearly stated and understood at each level in the field are these program responsibilities and authorities?

There appears to be considerable variation in the degree of understanding existing at the various field

levels concerning the program responsibilities and authorities in relation to the activities carried out by the Bureau of Land Management. In large part this situation has been unavoidable since the program of decentralizing the Bureau's activities has only been in operation for a short period, and in fact is still in the developmental stage. Under such circumstances, therefore, it is only natural to expect the regional office, and the field offices in particular, to be somewhat uncertain about their precise program responsibilities and authorities. This is particularly true in the offices which had previously been under the jurisdiction of the old General Land Office. Thus in the case of the public survey offices and the district land offices the program responsibilities and authorities on the field level are not very clearly stated and in fact are in the process of being changed at the present time. In the case of the district grazing offices, on the other hand, the understanding of the duties, authorities and responsibilities on the field level are considerably better understood and generally appear to be well established.

6 - What is the extent of program planning at the field level?

The amount of program planning at the field level varies widely among the various field activities

carried on by the Buraau of Land Management. The greatest amount of program planning at the field level is carried out by the district grazing offices. The district grazier, with the assistance of the advisory board of ranchers uses the federal range code as outlined by the amended Taylor Grazing Act of 1934 to set up, in large part, the range program to be carried out in his district. With the exception of possible modifications being placed on this program by the regional grazier or the Washington office, who have the authority to do this but very seldom take such action, the program formulated by the district grazier is placed in operation. Program planning at the field level is thus very important in the grazing office.

The extent of program planning at the field level in the district land offices and public survey offices is considerably less than that found in the grazing office. It is more indirect than direct since the major responsibility for program planning has, in the past, rested in the regional office and in Washington. Indirectly, however, the district land and survey offices influence program planning through the reports and recommendations they make to the regional office regarding what should or should not be done at the field level. Since the extension of authority to the district land offices during the past

fiscal year concerning decisions on land leases of various types, the program planning activities of the land offices at the field level have been greatly extended. It is difficult, at the present time, to analyze the precise amount of program planning in existence at the field level in the land offices of the Bureau. It is clearly evident, however, that the current decentralization policy now in progress will further expand the field responsibilities for program planning.

IV --- Management

1 - Describe the executive control exercised at the various field levels.

The executive control by the regional administrator and his staff over the activities of the field offices is exercised principally on the basis of constant supervision of these field activities to see that they are in line with the policies established by the Washington office. This close supervisory control activity is carried out in a variety of ways. The field offices are required to report to the regional office on all activities within the field area and the results thereof. The regional administrator, and his division chiefs, in turn, periodically go out into the field themselves to see how actual operations are progressing and to make changes wherever necessary. Budgetary ceilings on expenditures

are set by the Washington office, as also are personnel ceilings. The regional administrator has the responsibility and authority to enforce these ceilings. The regional administrative officer who is directly responsible to the regional administrator handles the actual regulation.

Executive control by the various field chiefs is necessarily limited by the supervisory activities of the regional office. Within the limits of their program, as outlined from above, the field chiefs have control over the operations of their offices. The major share of executive control, however, rests in the hands of the regional administrator.

2 - What is the operational line? How does it function? What is the standing of the first line supervisor?

In general, the actual operations of the Bureau of Land Management are conducted by district offices. Thus the operational line is located in the three types of field offices to be found in the Bureau: the district grazing offices, the district land offices and the public survey offices. The policy to be followed is formulated at the Washington office and the program by which this policy is placed into effect is largely outlined by the regional office. It is at the field level, however, that the policies and programs of the Bureau are placed in

operation. The district heads of the field offices have the initial responsibility to see that the field operations are in accordance with the policies and programs laid down by higher authority. These first-line supervisors of the Bureau are in a key position. Although they do not form the policy of the organization their action is basic to its success. Field programs are largely developed on the basis of recommendations made by the first-line supervisors.

In the case of administering Section 15 leases, as has been noted, direct operational activities are extended to the regional level. In general, however, the regional office acts in a supervisory capacity with regard to actual operations conducted by the field offices.

3 - What are the staff activities and where performed?

Staff activities of the Bureau of Land Management are performed primarily on two levels --- at the Washington office and in the regional offices. Since this paper deals chiefly with the regional aspects of the Bureau the following description of staff activities apply to the regional level.

The degree of real responsibility and authority which are delegated to the regional director with respect to each of the staff activities handled by the region

varies considerably. In the following pages consideration of these staff activities will be made and the degree of responsibility and authority for carrying them out by the regional office and by lesser units will be studied.

Staff activities:

A-Planning and scheduling (production control)

The planning and scheduling activities of the Bureau of Land Management have been considerably curtailed by the mounting backlog of work which has increased greatly during and since the end of the second world war. This backlog of work has been caused by poor organizational operation in the past and by a shortage of personnel and material to adequately carry out the diverse program intrusted in the hands of the Bureau. The backlog of operations was particularly bad in the division of adjudication and in the handling of Section 15 grazing leases under the Taylor Act. In both of these cases action by the Washington office was formerly required. Recently, however, the adjudication work has been decentralized (as has been noted) in an effort to catch up in this work and the Section 15 leases are now administered by the regional grazier. Effects of these efforts to cut down the backlog of work have been encouraging although the backlog still exists. The presence of a backlog is particularly bad from an adequate planning and scheduling

aspect. In extreme cases it could mean that the Bureau would be forced to handle only the most pressing of its problems, neglecting due to lack of time or resources, the development of an adequate long range planning and scheduling program.

The planning and scheduling program which the Bureau does follow is primarily of an informal nature. There is no single division of the organization exclusively set up to handle planning or scheduling problems. The regional administrator, however, having been delegated the responsibility of carrying out the policies established in Washington, does contribute to the planning process through the development of regional-wide activity programs. The regional divisions of the Bureau, therefore, maintain a constant check on the job carried out by the field offices to see that the operational program and the policies of the organization are in tune with each other.

B - Budgeting

In general, the Bureau of Land Management appears to be a budget conscious organization, when budgeting is thought of as the measurement of objectives and work in terms of men, money, material, management, timing, and public policy. The various field offices of the Bureau send in their estimates of necessary expenditures for the following fiscal year to the regional office in San Francisco. These

are reviewed and revised in light of the entire regional program by the chiefs of the various regional divisions. These estimates in turn are reviewed by the regional administrative officer. On the basis of these recommendations the regional administrator sends in the budget estimates for the entire region to the central office of the Bureau in Washington.

The actual appropriations contained in the Budget for use by the Bureau of Land Management, of course, is ultimately determined by Congress and the President acting in large part, however, upon the recommendations coming from the several departments and the many Bureaus which form a part of those departments. The major appropriation which the Bureau of Land Management operates on comes from an appropriation for the Management, Protection and Disposal of Public Lands. The Washington office apportions to each of the Bureau's 7 regional offices a certain allotment based on the requirements of each region, from the total congressional appropriation made available to the Bureau. This allotment is in turn subdivided according to the functions carried out by the Bureau. Thus each division is given a certain appropriation as determined by the Washington office. The program is sufficiently flexible however so that the regional office can and has

transferred these appropriations from different divisions, after receiving the approval of the Washington office. In fact the regional office frequently makes such transfers (from one division to another) and in the past the Washington office has almost always accepted them.

The operating efficiency of the organization would probably be increased if the regional office of the Bureau of Land Management was given the initial authority to allot the funds provided them by the Washington office into the various divisions of the Bureau as they saw fit. Undoubtedly such a step would increase the efficiency of the field and regional operations since the regional office is in a much better position to determine the varying needs of the several divisions under its direction than would be the Washington office. The administrative officer of ~~the~~ San Francisco recognised this fact and felt that within a year or two the Washington office of the Bureau would give the regional offices the authority to divide its allotments as it saw fit.

The flexibility of the Regional office in spending funds, upon approval of the Washington office, however, is limited to operating expenses. Fixed expenses, primarily salaries and wages are limited by the Budget as established by Congress. In addition personnel ceilings are established by Congress which limit the personnel which the regional and field offices can maintain. The various field levels

are encouraged to make recommendations with respect to allotments and ceilings. These recommendations are taken under consideration by the regional and ultimately the central Washington office when the budget estimates are formulated. Their effectiveness in influencing the final budgetary allotments is difficult to determine, however, since the final decision rests with Congress.

C - Accounting and Auditing

The accounting and auditing activities found within the Bureau of Land Management have varied considerably. This was due in large part to the fact that the Bureau combined two entirely different types of organizations, the Grazing Service which had been a highly decentralized agence before the unification, and the General Land Office which had been a far more centralized organization. Since the formation of the Bureau of Land Management in July 1946, the general tendency has been to make the General Land Office section of the Bureau more decentralized and thereby craate a uniform administrative organization throughout the entire Bureau. This decentralizing trend with respect to the Bureau of Land Management divisions which had previously been under the General Land Office soon affected their accounting and auditing functions. On April 1, 1947, the accounting of appropriated

funds in the Bureau of Land Management was decentralized to region II. This step did not affect the Grazing Service division of the Bureau which was already under decentralized accounting control but it did affect the other divisions which had previously been controlled from the central office in Washington. In addition to this decentralizing measure, on Aug. 1, 1948 the collection of revenue (fees, etc.) derived from the activities of the Bureau within the region were placed entirely under regional accountability (previously this had been true only in the Grazing Service).

Since July 1, 1947 fiscal as well as budgetary control of the regional activities of the Bureau of Land Management have been under the direction of the San Francisco regional office. The field offices of the Bureau are not directly responsible for fiscal control. They are, of course, responsible for turning in to the regional office reports of financial transactions which they have made and they are further responsible for keeping these transactions within the limits established by the amount of their allotments. The Administrative Officer of the region, however, has the principle auditary duties of the Bureau. These duties consist of constantly checking on the expenditures of the various divisions to see that sufficient funds are available, and to see that all purchases made are legal. The administrative officer does not have

the authority to tell the division chiefs what they can or cannot purchase, as long as they stay within the limits of their allotments.

The Bureau is subject to several outside audits, of a specialized nature, conducted by other governmental agencies. Thus periodically the General Accounting Office conducts a payroll audit which covers all personnel hired by the Bureau in this region. In addition to this audit the Bureau is subject to other specialized audit investigations conducted by other governmental bodies such as the Civil Service Examining Board, although to date such audits have not been made.

D - Personnel

There is no separate personnel office in the regional organization of the Bureau of Land Management. The personnel activities of the Bureau in region II are primarily handled through the chief administrative officer. As previously noted, ceilings for personnel, both permanent and temporary are established by Congress. It is the responsibility of the regional administrator and his aides to see that these ceilings are not broken. In filling vacancies the regional administrator has authority to appoint positions up to CAF 4 level without subsequent approval from the central office in Washington. He may recruit or initiate action on any level subject to the final appointment authority at the Washington office.

Generally when vacancies are filled, the Washington office seldom interfers with any appointment made by the regional administrator. The Bureau does not operate an agency board of Civil Service examiners. The relations between the Bureau and the Civil Service Commission are close, however, and appointments by the Bureau are made on the basis of Civil Service Examination ratings.

Wherever possible the field chief's recommendations are acted upon favorably concerning the hiring of personnel, although the regional administrator has the final say whether additional personnel will be hired. In general the regional administrator acts upon the advice given him by his division chiefs. At all times, however, he must be careful that the ceilings established by Congress are not broken. Promotions within the Bureau are limited in part by the ceilings in effect at the time. Where openings are available the recommendations of the field chiefs and regional division heads are taken under consideration by the regional administrator whose approval is required.

An employee rating system exists in the Bureau by which the field and regional division heads rate the efficiency of their staff. A five man board has been established in the regional office where employee grievances concerning ratings or other matters can be aired. This five man board is composed of bureau personnel appointed

by the regional administrator. Division heads are normally not members of this board. The board's recommendations are not binding but the regional administrator generally accepts them. In serious cases concerning employee grievances, the employee has a right to appeal to the Washington office which has established machinery to handle such disputes.

On the basis of the ratings made of the Bureau personnel, salary raises within each job classification are made and in cases where the ratings are poor or only fair, salary cuts have followed.

The Bureau does not exercise any control over state agencies. It is available, however, at all times for the purpose of providing advice to any interested group concerned with the activities handled by the Bureau.

E - Management and procedural analysis

Management and procedural analysis as an activity carried on by the Bureau of Land Management has not been particularly important. There is no particular division of the regional office which is responsible for carrying on such work. On occasion procedural analysis activities pertaining to a certain phase of the Bureau work are instituted in response to a request for such action by the

Washington office. At the present time a work measurement analysis is being conducted in the district land offices of the region in an effort to establish standards of work performance for employees of that particular office. The Bureau of Land Management is a recently created agency still in the process of reorganization. At the present stage of its development at least there appears to be relatively little need for the Bureau to engage in an active management and procedural analysis program.

F - Research and statistics

There is very little reasearch activity carried on by either the regional or field offices of the Bureau of Land Management. The major task of research work conducted by the Bureau is carried on at the headquarters office in Washington D. C. At the Washington office the disivion of land planning supervises general research on the use of public lands which is the main research activity engaged in by the Bureau. Findings of this research are incorporated into the program carried out at the field level, whenever the results appear promising, by authority of the Director and regional administrator.

G - Tecnhical Services

The Bureau of Land Management does not have any particular division or divisions on the regional level

which are primarily engaged in providing technical services to the agency. On occasion the regional divisions will provide assistance of a technical nature to the field offices where such help is needed and where the regional office can offer it. The division of engineering does provide some technical service to the Bureau on the regional level. The division has technical direction of cadastral engineering surveys and resurveys on the public lands within the region.

H - Purchasing and inventory control

80% of the materials purchased for use by the field offices of the Bureau of Land Management are purchased by the field offices themselves. Such purchases consist of the many small items which are needed to keep the field organizations in operation including such items as repairs on equipment, seed for range coverage, posts for fences, etc. Whenever the items to be purchased cost in excess of $100, however, the purchase generally is made through the regional office.

The Bureau is required to purchase items carried by the Bureau of Federal Supply. Most purchases therefore are made through this supply agency. Purchases are made by each of the divisions of the Bureau of Land Management under the direction of the field chiefs and the division

heads. The regional administrative officer, however, is responsible for reviewing the purchases made by the respective divisions and to see that the budgetary allotments are not surpassed and that wherever possible items are secured from the Bureau of Federal Supply. The frequency and volume of purchases are largely determined by the individual needs of each of the divisions. No set program is in existence which strictly establishes the amount of materials to be purchased at any particular time or the frequency at which such purchases will be made.

Region II of the Bureau of Land Management has not in general followed the policy of acquiring war surplus property. In 1947, however, an important transaction was completed in which a large number of badly needed tracks were secured by the Bureau from the War Assets Administration. There is no warehouse problem in existence at the present time in region II of the Bureau of Land Management.

I - Space and general services

The regional office of the Bureau of Land Management is located in the old mint building in San Francisco which is owned by the federal government. Six out of the 12 field offices of the Bureau are housed in privately owned buildings and rent is therefore paid for this space. The other six field offices are located in

federally owned buildings. The Bureau does not have any general services such as messenger, filing, etc.

J - Public relations and information

Public relations is an important problem in the agency. The Washington office has a special information officer who is responsible for the execution of the information program of the Bureau. The activities of this officer are largely limited to the headquarters level and it is therefore the responsibility of the regional administrator to provide for the best possible public relations in the region. The Bureau of Land Management does not provide for a public relations or information officer on the regional level. The development of an extensive public relations and information program would be of considerable value since one of the major tasks of the Bureau is attempting to train the public to use the lands of the public division in a wise and farsighted manner. The regional administrator does not have the necessary time to devote to this job. The appointment of a regional public relations or information specialist would relieve the regional administrator of these responsibilities and would undoubtedly increase the effectiveness of the present public relations and information program.

4 - What system of administrative report exists? How effective is it --- up, down, and across?

There is no all inclusive system of administrative reporting in existence in the Bureau of Land Management. Administrative reporting, however, is an important and essential part of the Bureau's organizational process. The major supervisory control of the regional office is accomplished through the receipt of reports from the field offices indicating what has been done and the issuance of reports to the field regarding what should be done. It has been the practice of the San Francisco regional administrator to send on reports to the lower offices in the region which have come from the Washington office, even in cases where the information was designed primarily for the regional administrator alone. This idea of extending information regarding policy and program objectives from the Washington office to the regional and field offices has recently been accepted as a regular Bureau service as a method of stimulating interest in Bureau work by Bureau personnel.

Administrative reporting horizontically is accomplished in a number of ways, the major one (on a regional level) being through weekly staff meetings held by the regional administrator in his office for the purpose of clearing up misunderstandings between the various

divisions and for the presentation of information contributing to the development of a coordinated, well balanced program.

5 - How adequate is space, equipment, office layout?

The space alloted the regional office in the old mint building in San Francisco is not adequate for the tasks required of the Bureau. Unfortunately the old mint building was not designed for the type of activity now being conducted under its roof. Vertical space in the building is more than ample (very high ceilings resulting in much lost space) while horizontical space is at a premium. The office layout for the Bureau's regional headquarters is also very poor. There is only one private office in the entire space alloted to the organization. Even this office (the regional administrators office) is poorly laid out since a long hallway separates it from the remaining office space. The staffs of the various divisions either work together in the same rooms or are separated by temporary partitions built up within the larger rooms. The regional drafting and designing activities of the Bureau are not even carried on at the regional offices due to the insufficiency of office space. Instead this work is handled at the public survey office located at Glendale, California.

6 - Describe central office-field relationships. Is there an announced policy of decentraliaation? If not, why? If so, does it work? If not, why?

As has been noted previously, the relationship existing between the central office and the field is one of a supervisory control nature on the part of the regional offices with respect to actual operations conducted by district offices. Relationships between the central office at Washington and the field offices are conducted entirely through the regional offices. There is no direct contact between the two levels except in the states east of the Mississippi River where no regional offices exist.

There is an announced policy of decentralization in the Bureau of Land Management. This policy, in fact, is still in the process of being placed in operation. The most recent reorganization concerned the decentralization of the adjudication activities to the regional and field levels. It is too early yet to make final judgement on the success or failure of this policy of decentralization. The results, to date, however, have been very gratifying and give definite promise of continued improvement in the service rendered by the Bureau to the public.

V --- Program Relationships

1 -- Describe any duplication or overlapping of operations in theory or practice with other agencies of government.

Three agencies, the Forest Service of the Department of Agriculture, and the Bureau of Land Management and the National Park Service of the Department of Interior, have extensive Federal forest lands under their jurisdiction. The Forest Service and the Bureau of Land Management manage timber chiefly as an economic enterprise, while the National Park Service is concerned only with the preservation of forests in their natural environmental setting. A number of other Federal agencies are concerned with forestry in carrying out other objectives and programs, but none has extensive Federal timber holdings.

Over half of the public domain is nonforested range land primarily valuable for grazing. This land is an important factor in the prosperity of the western states and figures prominently in watershed conservation and development. Two agencies, the Forest Service and the Bureau of Land Management, are responsible for the management of 65 million and 169 million acres of range land respectively. One of the important areas of duplication in Government organization, therefore, relates to management

of the forest and range lands of the public domain. The Forest Service, the Bureau of Land Management, and in some areas of the West, the Soil Conservation Service, operate adjacent, or intermingled Federal land areas under differing statutory and administrative policies, despite the frequent similarity of the adjacent grazing resources. Many ranchers run their livestock on both the national forest pastures and the grazing districts. They must obtain separate permits with differing terms and conditions from the Federal agencies each of which must review their grazing resources and livestock plans.

A similiar situation applies in the handling of Federal forest lands. The Forest Service and the Bureau of Land Management administer these lands under differing policies. The most striking case is the intermingled or adjacent timber on some 2 and one half million acres, scattered in checker-board fashion along both sides of the Willamette Valley in the heart of the Douglas fir region of western Oregon. On these O. and C. lands the Bureau of Land Management conducts a program of forest management which parallels that long in force on the intermingled national forests. Two sets of regional and local forest officers carry on these duplicating programs.

2 - Describe any evidence of close cooperation or controversy between other agencies of government (Federal, state, or local) or segments of public interest. Also, more specifically, what, if any, cooperation exists between or among this agency and others in collection and exchange of basic or special data and drafts of preliminary reports? In consultative efforts to solve problems of general or specific mutual interest?

There are eight important Federal agencies, in addition to the Bureau of Land Management, which have authority of some manner regarding the administration of the public domain. These are the Forest Service and the Soil Conservation Service, located in the Department of Agriculture, the Bureau of Indian Affairs, the Bureau of Reclamation, the Fish and Wildlife Service, the National Park Service and the U.S. Geological Survey of the Department of the Interior and the Federal Power Commission. The Bureau of Land Management has entered into cooperative agreements with most of these agencies at one time or another regarding matters of mutual concern. Of these eight other Federal agencies the activities of the Forest Service are undoubtedly the most similiar to those of the Bureau of Land Management. In fact, as already has been noted, considerable duplication of activity exists between the two agencies. Cooperation between these two organizations does exist with respect to the exchange of basic information, and, in some cases, concerning the loaning or leasing of materials

and personnel. Unfortunately the degree of cooperation and coordination found at the lower levels of both organizations does not extend to any great degree into the policy formulating area. Thus as a result, the policies of the two agencies with regard to the administration of grazing and forest areas of a similiar mature varies considerably.

A controversy has been in existence between the Bureau of Land Management and the various states concerning the question of the rights of the states to participate in the fees paid by the users of the federal grazing lands. At the time the Taylor Grazing Act was passed Congress felt that a reasonable percentage of the fees paid should be returned to the states in lieu of taxes. A final conclusion was reached to return 50% of all fees received to the states to be distributed by them to the counties of origin to be used as they saw fit. The Bureau of Land Management feels that giving 50% of the fees collected to the states is too high a percent in relation to the costs incurred by the Federal government in administering the Taylor Grazing Act. The Bureau of Land Management feels that the Taylor Act should be amended so that only 25% of all fees received for grazing priviledges would be given to the states of origin in lieu of taxes.

Close cooperation between the Bureau of Land Management and the stockmen's advisory boards has been

promoted to the extent that it constitutes a splendid example of good sound practice in the development of working relationships between Government and private industry.

Steps have been taken by the Federal government to extend the degree of cooperation between the various governmental agencies (Bureau of Land Management included) in the collection and exchange of basic or special data and drafts of preliminary reports. These steps have also been extended to cover consultative efforts between the governmental agencies to solve problems of general or specific mutual interest. Thus in Dec. 1947 the government agencies (including the Bureau of Land Management and all of the other Federal agencies dealing with the administration of the public domain) represented on the Federal Inter-Agency River Basin Committee approved a series of recommendations dealing with policies and procedures for distribution and coordination of reports by the agencies represented on the Committee. These recommendations called for the regional office of any agency assigned responsibility for a report on a project or improvement to contact immediately the corresponding regional offices of the other departments and agencies to obtain an expression of their interests in the proposed project or improvement and to learn of pertinent data they may have or know about. As the plan which is to be

incorporated in the report is being formulated, the head of the regional office responsible for the report will from time to time contact and arrange for mutually desirable conferences with the corresponding regional offices of other departments or agencies which have indicated an interest in order to determine what pertinent data are in existence, and to arrange for the interchange of such data, to arrange schedules for obtaining additional data without duplication, to interchange information, and to discuss the plan and report.

3 - To what extent and how is the agency affected by the Administrative Procedures Act? To date? Anticipated?

The Administrative Procedures Act was approved by Congress on June 11, 1946. The Bureau of Land Management was formed July 16, 1946. Thus the provisions of the Administrative Procedures Act were applied to the operations of the Bureau of Land Management from the start of that agency and no changes in previous procedures or policy were necessary. The Act itself affected the activities of the Bureau in a number of ways. The procedure to be followed by government agencies in handling matters of adjucication, making appearances before governmental investigating bodies, procedures in hearing, sanctions and powers which can be used by the agency and the

rights of individuals to judicial review in cases involving agency action, were all established or re-established by the Administrative Procedures Act. As an important part of the Bureau of Land Management activities deals with such matters (hearing, decision on land matters, etc.) the Act has affected its operations substantually and it is anticipated what it will continue to do so.

4 - What, in general, seems to be the standing of the agency in the area?

The standing of the Bureau of Land Mangement in the California-Nevada region appears to be good. Actually in the San Francisco area the Bureau carries on very few operational activities and it therefor is a relatively unknown organization in the bay area. In large sections of Nevada, however, and in certain parts of northern, southern and eastern California the activities and responsibilities of the Bureau are of paramount importance to the surrounding locality. In these areas the Bureau represents on many occasions the most important governmental agency in operation. It is difficult to appraise the standing of the Bureau of Land Management in these areas without having visited them personally. On the basis of reviewing reports of actual operations carried on in the field, and after discussing these operations with the responsible authorities in the regional office, it appears

to this writer (BLO) that the standing of the agency in the various field areas is quite good.

VI --- Conclusions

Based on your observations and analyses set forth your conclusions with regard to:

1 - a - Degree of precise understanding of the job at all levels in the agency.

The degree of precise understanding of the job to be done varies considerably within the Bureau of Land Management. This fact is perhaps only a natural outcome of the manner in which the agency was established, and the further manner in which the organization has since been changed. Thus, as has been noted, the grazing service activities were already largely decentralized when the Bureau of Land Management was formed, while the activities of the General Land Office were still centralized. The job of the grazing service has therefore remained generally the same on the field level, while the functions and responsibilities of the former general land offices on the field level have changed considerably. Not only have some of these field responsibilities changed but some are still in the process of changing, the latest change being in the adjudication field which has been further decentralized.

Under these circumstances it is only natural that the degree of precise understanding of the job at all levels varies. On the field level the job of the district graziers is probably the best understood while the job of the district land offices is the least, due to their recently changed status.

The degree of understanding of the job at the regional level is more difficult to analyze. The duties and responsibilities of the regional staff are all of recent origin (since 1946). Undoubtedly the relationship between the regional office and the field offices will become more stabilized after the agency has settled all of its major reorganization problems. On the basis of work accomplished, the establishment of regional authorities appears to have been a success, since the backlog of pending land decisions has been cut down a great deal since the regional offices were created.

The degree of understanding of the job to be done at the Washington office seems to be fairly good. Here again the understanding of the job will undoubtedly imrpove after the final major reorganization plans are carried out.

b - Quality of personnel, especially in key positions.

It is difficult to analyse the quality of personnel on the field level without having visited these offices.

In general, however, the personnel appears to be sufficiently capable to handle their alloted tasks. Recruitment of personnel throughout the Bureau is based on Civil Service ratings as it is in most Federal agencies. A certain minium standard of ability is therefore guaranteed throughout the organization with regard to personnel.

Perhaps more important to the success of the Bureau is the ability of the key men in the organization, to direct the complicated operations required of them. On the regional level, where a great many of these key men are located, the ability of the various administrative chiefs appears to be quite high. This judgement is based on the amount of experience in Bureau of Land Management problems these men have had, the degree of understanding they have of their jobs, and the accomplishments of their offices during the past two and one half years. Most of these key men have spent many years in the service of the Federal government, either in the former Grazing Service or General Land Office prior to 1946, or in some related government agency dealing with the public domain (ex. Indian Affairs). The San Francisco regional office has been fortunate in having such a high type of key personnel. Recently (1948) in recognition of this fact, the San Francisco regional administrator of the Bureau was promoted to the position of Director of the Service.

c - Workability of organizational Structure

The organizational structure of the Bureau of Land Management is workable, in fact it works quite well. Undoubtedly it can be improved and it probably will be, but it is accomplishing at present the task for which it was designed. Some confusion still exists regarding the precise job to be done at the various levels. Part of this is due to the fact that the Bureau is still in the process of being reorganized. The adjudication division of the regional office is just now being placed into operation (as an independent division). Transfer of the administration of section 15 leases from the regional headquarters to some type of district office is under consideration at the present time. When these and other administrative changes have been completed the degree of workability of the Bureau's organizational structure will be clearer. The organization will only operate effectively as long as the personnel responsible for the work at each level stay within the limits of their tasks. Thus the regional office must realize that its principle responsibility is ~~to~~ ~~[illegible]~~ of a supervisory control nature, while the field office responsibility is to conduct actual operations in the field. If the regional divisions of the Bureau should forget this and attempt to invade the operational territory of the districts (except in an advisory or supervisory manner)

the workability of the organizational structure would suffer a serious blow. The present organization of the Bureau is designed to make possible this necessary division of responsibility and authority between the several levels of administrative operation.

d - Simplicity and directness of system in operation, and the degree of checking or auditing of results.

The operational system in the Bureau of Land Management has become more direct and less complicated as more and more of the decentralization program has been placed into effect. The directness of the system in handling problems relating to Bureau activities is clearly evident by the manner in which the serious backlog of local land claims has been reduced. The backlog of action to be taken on section 15 leases (small, scattered tracts of land outside the jurisdiction of the grazing districts), which were previously handled by the Washington office and are now administered by the regional divisions, has been cut down from periods as long as five years to a regional average of three to four months. Action on land applications has also been cut down considerably, and promises to be cut further by the recent decentralization of authority to handle adjudication matters on the field level rather than at Washington. Without doubt the Bureau of Land Manage-

ment, with its program of emphasizing decentralized activity, represents a decided advance over the former Grazing Service and particularly the General Land Office, in terms of developing a more direct and less complicated system of operation.

Through its supervisory control of the actual field operations of the Bureau, the regional office has the major responsibility to check and audit the results of these operational functions. Each of the division chiefs maintains a constant check on the activities of the field offices with which they are concerned, primarily through the analysis of reports and also through observations made on periodic field trips. Perhaps the most important checking or auditing function is handled by the regional administrative officer. It is his responsibility, as has been noted, to maintain records on the spending activities of the field officers and on the other regional divisions, and to see that they do not exceed their ceilings. The administrative officer also checks on the personnel and purchasing problems of the Bureau to see that the proper rules are followed in handling such matters. The Washington office in turn maintains a constant check on the activities of its regional offices through reports, personal visits to regional offices and by settling disputes regarding land matters which neither the local offices or the regional offices could satisfactorily handle.

2 - a - Any lack of uniformity

There has been a certain lack of uniformity in the organizational and operational functions of the Bureau of Land Management. This lack of uniformity was largely caused by the fact that the Bureau was formed out of two agencies, one of which was centralized, the other highly decentralized. Since then, however, much of this non-uniformity has been eliminated although certain aspects of it still remain. Thus while the regional office is primarily a supervisory agency it still handles certain field operations directly, one of the best examples of this being the administration of section 15 leases by the regional grazier.

b - Conflicts

At the present time there does not appear to be any serious existing conflicts within the administrative organization of the Bureau of Land Management. There are several areas, however, where the possibility of conflict is present. Thus conflict could arise between the Washington office and the regional offices over what policies for a particular region should be followed. The Washington office might not be able to comprehend regional problems while the regional office might fail to recognize that the Washington office has to consider the

over-all Bureau policy and not just the policy for one particular region. The chief danger of conflicts in the Bureau of Land Management appear to be from possible personality clashes or misunderstandings among Bureau personnel rather than from some fundamental weakness in the administrative organization of the agency.

c - The adequacy or excessiveness of responsibility and authority, and staffs, in the various major field segments or units.

In general the authority and responsibility carried by the various major field units appears to be as adequate as is possible under the existing circumstances. Actually the authority and responsibilities of the major field units has been considerably expanded and is in the process of being further extended at the present time. This is particularly true in the district land offices which have recently been delegated the responsibility of settling land claims ~~/X/X/X/X/X/X/X/X/X/~~ hear-to-fore sent to Washington for adjudication. The regional grazier probably has an excessive amount of responsibility delegated him in handling section 15 leases. Future plans for the Bureau call for the eventual decentralization of the activity into some type of field function. Staff activity of the Bureau on a regional level has been well integrated into the agency program with special emphasis being placed on divorcing staff responsibilities from the actual operating duties of the field offices.

d - Any need for changes in relations, functions, staffs or assignments within the agency --- from the standpoint of objectives, organization and methods of operation.

With more and more of the program and operational responsibility being placed in the regional and field offices, as the decentralization of the Bureau of Land Management progresses, it would appear logical for the regional administrator to add to his staff a regional information officer and a regional legal officer. At the present time these activities are handled by the regional administrators personnally or delegated to other officials whose speciality lies in other fields. The responsibilities of the regional administrator are too extensive for him to adequately handle these staff functions personnally. There is need, therefore, for a regional legal and a regional information officer, and the need for these officers will increase as the decentralization program of the Bureau becomes better established.

As has been previously noted, the regional grazier still has operational responsibility for the administration of section 15 leases coming under the Taylor Grazing Act. The regional Grazier should be relieved of this responsibility so that he can devote his entire time to supervisory activities. The presently organized district grazing offices are not in a position to administer these widely scattered

Good observation however Author did Not fully understand that the Regional Grazier's interest is limited to clearing up the backlog following which he's primarily will be decentralized to field - All Sec. 15 Cases have now been decentralized to Area offices. 9/21/49 E.R.G.

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tracts of public range land. Measures should be taken to consolidate these areas, either by sales or exchanges with state or local land owning agencies interested in the tracts or if necessary with private owners. The holdings of extremely small or widely scattered tracts should be liquidated. After the holdings have been consolidated into a much more manageable area a special district grazing office should be established to administer this region.

3 - Methods of improving, simplifying, or eliminating within the organizational structure; or procedures.

Based on the suggestions already made and for the reasons previously outlined, the Bureau of Land Management organizational structure could be improved by adding:

1 - A regional information officer

2 - a regional legal officer

3 - A new district grazing office to handle section 15 leases exclusively.

Another needed change in the organizational structure is the placing of the drafting and designing activities of the Bureau in the office of the regional cadastral engineer. At the present time these functions are carried on in the public survey office at Glendale, California. The primary reason for this separation appears to be the lack of sufficient office space in the regional

office, according to the regional administrator. Since the regional engineer has responsibility for the technical direction of cadastral engineering surveys and resurveys on the region's public lands and for the design and supervision of construction facilities for use in the field, it is quite essential that the drafting and designing activities of the division be located in the regional engineer's office and not, as it is at present, in one of the public survey field offices. This change in location should be made as soon as is possible.

4 - The over-all cost to the United States in relation to the public policy involved.

This is a rather difficult analysis to make since there are certain intangible factors involved in a computation of this type. From a strictly financial standpoint the activites of the Bureau actually bring in more revenue to the Federal treasury than it expends. The Bureau of Land Management is one of the few agencies of the Federal government whose operations have resulted in revenues in excess of the cost of administration. Thus, for example, in the 1947 fiscal year, total receipts for the Bureau were over $21,000,000, while total expenditures were around $6,250,000, or a ratio of surplus of receipts over expenditures out of appropriations of $4.78 to $1.00.

The making of money for the Federal government

however is only a part of the service rendered by the Bureau of Land Management to the general public. In fact the building up of large supluses by the Bureau may actually represent a disservice to the general public, if in collecting this added revenue, the Bureau allows the public domain to be exploited for private gain through improper utilization. The objectives of the Bureau are the conservation, proper utilization, and disposal of the natural resources of the public domain. A well balanced program will not only take into consideration present needs but also future needs. The wealth of any nation is largely based on the wealth of its natural resources. The Bureau of Land Management has the tremendous responsibility of guarding a major share of our nation's natural resources, and to see to it that they are used wisely, in terms of the needs not only of present generations of the American public but also in terms of the generations to follow.

Thus the over-all cost to the United States of the Bureau of Land Management in relation to the public policy involved is small indeed. Actually it is a negative cost, since the expenditures paid out are returned many times over, not only in terms of actual receipts, but more important yet, in terms of guaranting the continued welfare and prosperty of the nation.

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